



CHAIRMAN

Approved For Release 2003/04/29 : CIA-RDP84-00780R005200200017-7

UNITED STATES CIVIL SERVICE COMMISSION

WASHINGTON, D.C. 20415

DD/S 73-10857

Executive Registry

73-10857

1 MAR 1973

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MEMORANDUM TO HEADS OF DEPARTMENTS AND AGENCIES

Almost six months ago, the Civil Service Commission and Office of Management and Budget jointly transmitted to heads of departments and agencies Guidelines for the Management and Organization of Agency Responsibilities under the Federal Labor-Management Relations Program.

In the transmittal memorandum of September 13, 1972, you were requested to adapt the Guidelines to the particular circumstances in your department or agency and to implement them to the maximum extent feasible.

The Guidelines were issued at the direction of President Nixon, who reaffirmed his support for collective bargaining for Federal employees and his commitment to positive and constructive labor-management relations in his September 6, 1972 memorandum. At that time, he urged heads of departments and agencies to give strong, personal support to labor relations activities, stating "if we can make this program work better, we can make Government work better." This objective is mutually supportive of his continuing desire for a leaner, better managed and more effective Federal work force.

As indicated in the September 13, 1972 memorandum, the Civil Service Commission periodically will analyze agency performance in implementing the Guidelines. In this connection, and in order that the Commission may provide appropriate assistance, we will review during the fourth quarter of FY 1973 department and agency progress in implementing the Guidelines. The review, on a sampling basis, will be made at headquarters and local field installations.

I bring this to your personal attention with the urging that every effort be made to complete implementation of the Guidelines as soon as possible at all levels of organization.

Robert E. Hampton
Chairman

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UNITED STATES
CIVIL SERVICE COMMISSION
WASHINGTON, D. C. 20415
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Honorable James R. Schlesinger
Director
Central Intelligence Agency
Washington, D.C. 20505

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Federal Labor-Management Relations Program **DD / S R E G I S T R Y**

FROM:

Director of Personnel

EXTENSION

NO.

FILE *Q + M*

DATE

2 OCT 1972

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

1. Deputy Director for Support

2. *Mr Watter*

3.

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15.

10 OCT 1972

10 OCT 1972

I am sure this memo doesn't tell you anything you don't know, and I'm not sure you expected a response. I have confirmed [redacted] that the Executive Director's forwarding note to you requires "appropriate action" (which is none) and that he does not expect an answer.

Harry B. Fisher
Director of Personnel

MEMORANDUM FOR: Deputy Director for Support

SUBJECT : Federal Labor-Management Relations Program

REFERENCES : a. Memo to Heads of Departments and Agencies for the President dtd 6 Sept 72, no subject

b. Joint CSC/OMB Memorandum for Heads of Departments and Agencies dtd 13 Sept 72 forwarding Guidelines for the Management and Organization of Agency Responsibilities under the Federal Labor-Management Relations Program

1. This memorandum is for your information.

2. Executive Order 11491, Labor-Management Relations in the Federal Service, issued 29 October 1969, which is the foundation for relations between Federal agencies and organized labor, includes specific exemptions for the Federal Bureau of Investigation and the Central Intelligence Agency. Since there is no basis for collective bargaining on matters concerning Agency employment, it is not contemplated that Agency management will become involved in relations with labor unions such as are covered in the "Guidelines."

3. Nonetheless, we keep abreast of developments in Federal labor-management activities. I have arranged for one of my senior officers to attend instruction in labor-management relations as offered by the Civil Service Commission. The Chief of the Printing Services Division, Office of Logistics, which includes a high percentage of union members, has also taken this training. In addition, I receive all publications from the Civil Service Commission on labor-management relations; and I or one of my Deputies attend the regular meetings of the Civil Service Commission's Inter-Agency Advisory Group (Personnel Directors of Federal Agencies), which is the forum for inter-agency communications on Federal labor-management relations.

4. In all, I believe we have taken the action necessary to keep informed on labor-management activities in the Federal Service and to assess any impact which they may have on this Agency. Our operating officials in the components wherein union membership is significant are sensitive to labor union interests, but, they do not deal with their employees as representatives of a union. Those employees who continue to pay union dues do so to retain union retirement benefits and to ensure future job opportunities if they leave the Agency.



HARRY B. FISHER
Director of Personnel

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THE WHITE HOUSE
WASHINGTON

September 6, 1972

MEMORANDUM TO HEADS OF
DEPARTMENTS AND AGENCIES

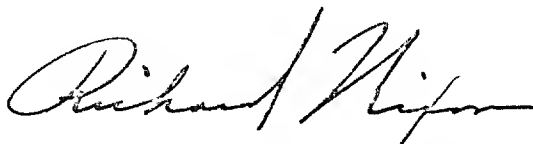
This year the Federal Government marked the tenth anniversary of its labor relations program, which now covers more than one million Federal employees.

I support collective bargaining for Federal workers, and I have demonstrated that support during the past three years by strengthening the program with the issuance of two Executive orders broadening the scope of bargaining.

Now, at the end of the first decade of this, the largest organized labor relations program in the Nation, I am calling on you to make this program even more effective. At my request, the Chairman of the U.S. Civil Service Commission and the Director of the Office of Management and Budget have drawn up a set of guidelines for Federal agencies under the Federal labor-management relations program. These guidelines are a solid step forward and should be implemented as quickly as possible.

If we can make this program work better, we can make Government work better.

I cannot urge you too strongly to take a personal interest in the labor relations activities in your agency and to make your managers aware of your interest. You should impress on your top managers that good labor-management relations has a high priority in my Administration. It is as much a part of their overall managerial responsibility as is the accomplishment of their basic mission, whether it be in the defense of our country or in the effective delivery of services to the public.

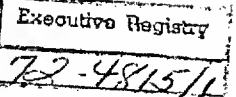


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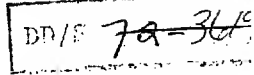
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OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503



September 13, 1972



DDIS 72-3619

Joint CSC/OMB Memorandum

MEMORANDUM FOR HEADS OF DEPARTMENTS AND AGENCIES

In his memorandum of September 6, 1972, President Nixon strongly reaffirmed his desire to bring about more meaningful collective bargaining for Federal employees. To this end, he has called on the heads of departments and agencies to join in a directed effort to make the program even more effective. He has asked that positive and constructive labor-management relations be considered a matter of high priority in his administration.

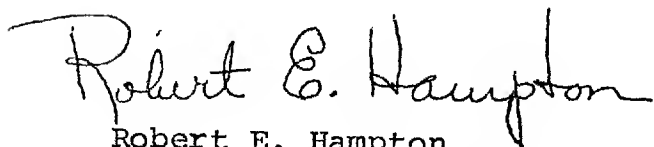
Executive Order 11491, as amended, directs the U. S. Civil Service Commission, in conjunction with the Office of Management and Budget, to establish and maintain a program for the policy guidance of agencies on labor-management relations in the Federal service. Under this authority, and in order to promote the efforts which the President has urged in his memorandum, CSC and OMB have developed the attached "Guidelines for the Management and Organization of Agency Responsibilities under the Federal Labor-Management Relations Program."

The Guidelines are fundamental precepts for developing a positive and constructive bilateral relationship with Federal employee unions and for use by agency management in assessing program adequacy. Although they are applicable throughout the Federal establishment, full consideration was given to the wide diversity of agency roles and missions and the varying stages of program development among agencies during preparation of the Guidelines. As a result, the Guidelines are flexible enough to fit a broad range of program requirements.

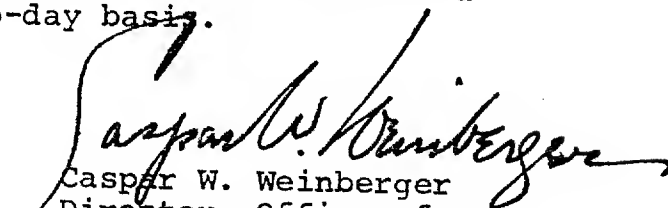
Agency heads are requested to assure that the Guidelines are applied to the maximum extent feasible. The Commission through its evaluation process and OMB in its regular budget review responsibilities, will periodically analyze agency

- 2 -

performance in implementing the Guidelines. In addition, the Commission, through its Office of Labor-Management Relations, will continue to furnish technical advice and guidance to agencies on a day-to-day basis.



Robert E. Hampton
Chairman, U. S. Civil
Service Commission



Casper W. Weinberger
Director, Office of
Management and Budget

Attachment

OFFICIAL ROUTING SLIP

TO	NAME AND ADDRESS	DATE
1	The Director	7 SEP 1972
2	The Executive Director	9/11
3	DD/S <i>NOTED by DD/S + ADD/S at N.M. 14 Sept. '72</i>	9-14-72
4	Director of Personnel	
5		
6		

<input checked="" type="checkbox"/>	ACTION	<input type="checkbox"/>	DIRECT REPLY	<input type="checkbox"/>	PREPARE REPLY
<input type="checkbox"/>	APPROVAL	<input type="checkbox"/>	DISPATCH	<input type="checkbox"/>	RECOMMENDATION
<input type="checkbox"/>	COMMENT	<input type="checkbox"/>	FILE	<input type="checkbox"/>	RETURN
<input type="checkbox"/>	CONCURRENCE	<input type="checkbox"/>	INFORMATION	<input type="checkbox"/>	SIGNATURE

Remarks:

Jack:

Obviously, CIA has certain special problems with respect to this Presidential memo. Nonetheless, we do have certain areas in which we must bargain with employees, and we naturally must follow this Presidential directive with respect to those areas.

WEC

(h/w).

3 to 4 : Forwarded for appropriate action.

FOLD HERE TO RETURN TO SENDER		
FROM: NAME, ADDRESS AND PHONE NO.		DATE

<input type="checkbox"/>	UNCLASSIFIED	<input type="checkbox"/>	CONFIDENTIAL	<input type="checkbox"/>	SECRET
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FORM NO. 1-67 237 Use previous editions

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DD/S Distribution:

Orig - D/Pers w/orig of att (DD/S 72-3523)

1 - D/Log w/cy of att (for info)

~~1~~ - DD/S subject w/cy of att

DD/S 72-3523: Memo dtd 6 Sept 72 to Heads of Depts. & Agencies fm The President, subj: Federal Gov't's labor relations program

THE WHITE HOUSE
WASHINGTON

72-4815

September 6, 1972

MEMORANDUM TO HEADS OF
DEPARTMENTS AND AGENCIES

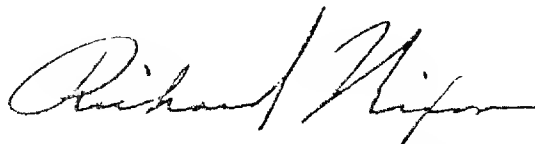
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I support collective bargaining for Federal workers, and I have demonstrated that support during the past three years by strengthening the program with the issuance of two Executive orders broadening the scope of bargaining.

Now, at the end of the first decade of this, the largest organized labor relations program in the Nation, I am calling on you to make this program even more effective. At my request, the Chairman of the U.S. Civil Service Commission and the Director of the Office of Management and Budget have drawn up a set of guidelines for Federal agencies under the Federal labor-management relations program. These guidelines are a solid step forward and should be implemented as quickly as possible.

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GUIDELINES FOR THE MANAGEMENT AND ORGANIZATION
OF AGENCY RESPONSIBILITIES UNDER THE
FEDERAL LABOR-MANAGEMENT RELATIONS PROGRAM

U. S. Civil Service Commission

Office of Management and Budget

September 1972

I. Management Framework

A. Objective: Develop and issue a clear statement of management policy and philosophy concerning labor relations

1. Need for Broad General Policy. The President has stated, in the preamble to Executive Order 11491, as amended, the Government's general labor relations policy. As a means of providing all agency representatives (managers, supervisors, staff support) with overall guidance in bilateral dealings, the head of the agency, primary national subdivision or subordinate activities at all levels should affirm in writing acceptance and support for such policy and spell out the philosophy and approach to be followed in implementing it.
2. Content of Policy Statement. The statement should clearly define principles to be observed in management relations with unions. This involves such matters as management's commitment in the public interest to modern and progressive work practices, employee and union rights and responsibilities, management rights and responsibilities, high standards of employee performance, management's positive approach to third party resolution of disputes, improved well-being of employees through maximum appropriate participation in establishing personnel policies affecting them on the job, and the importance of sound labor relations to mission accomplishment.
3. Interface of Management Framework with Organization Framework. Agency organization of labor relations activities should reflect the

conviction that the growing dimensions of union involvement in the formulation and implementation of personnel policies and practices affecting employees they represent must become an integral part of agency approach to personnel management in order to maximize the cooperative and productive benefits of the relationship. There should be visible, top level commitment to the total personnel management program. Specific emphasis should be given in allocation and utilization of personnel management resources to the new dimensions of labor relations which continue to transform many personnel decisions from a unilateral to a bilateral process. Such a total integration of labor relations responsibilities in personnel management is reflected and intended throughout these Guidelines.

B. Objective: Prepare plans and resource estimates required to achieve labor relations goals

1. Labor relations program plan. Guided by its identified management policy and philosophy, each agency should prepare a comprehensive plan for achieving its labor relations objectives. Short-range planning period should cover the fiscal year about to begin and the subsequent budget year. Long-range planning period generally will cover the next five years. These plans should be the product of two specific steps, described below.

a. State short-range and long-range labor relations program objectives. Agencies should prepare written program objectives for labor relations activities. These objectives should be formulated

according to management's consensus of what are desirable and practical goals for the agency to accomplish through its labor relations effort with the understanding that management is only one of the parties to a bilateral relationship.

Short-range objectives may, for example, be (1) reorganizing the personnel staff at the headquarters to provide more effective labor relations support for agency field staff or (2) reviewing agency regulations relating to matters within the scope of bargaining under Executive Order 11491 to insure locus of authority rests at the most effective level for bilateral dealings between unions and agency managers, or (3) reviewing and improving, if necessary, procedures for agency approval of negotiated agreements.

Long-range objectives might include (1) efforts to deal more effectively with fragmented exclusive units through possible use of multi-unit bargaining approach, or (2) seeking to enlist union support for general improvements in quality of public service and implementation of public policy through such matters as improved worker productivity, safe work conditions and practices, or (3) strengthening line supervisor and middle management perception and performance of their role as management representatives.

b. Develop strategies to achieve desired labor relations objectives.

The other necessary step in development of an agency's labor relations plan is to establish priorities and methods by which these objectives are to

be achieved. The short-range strategies resulting from this process generally will be more specific and more fully developed than those applied to the agency's long-range labor relations objectives.

2. Develop a resource plan for agency labor relations activities for the fiscal year about to begin and for the subsequent budget year.

Estimates for the agency's personnel management function should reflect the requirements necessary to accomplish the labor relations objectives formulated according to the program planning steps outlined above. The resource estimates should be used as a management tool to guide the agency in its obligation of manpower and money toward meeting its current labor relations plan. Amount of funds appropriated may require adjustment of resource estimates, however the full estimate should serve as the basis for relating the planned labor relations activity with the associated expenditures. It is not necessary to include indirect and overhead costs for this purpose. Similarly, the portioned salary cost for labor relations activities performed by line managers as part of their normal functions should not be included. The labor relations training budget estimate is summarized below.

The budget estimate should include the annual salary cost of agency staff personnel involved in activities related directly to labor relations. Full-time and part-time personnel should be included roughly to the extent that they participate in labor relations activities.

Other significant costs that are related directly to the labor relations effort should be included such as training, expense of third-party procedures, consulting fees or staff travel.

C. Objective: Develop a systematic approach for planning agency labor relations training.

1. Identify agency-wide labor relations training needs. To determine training needs, the agency manager should initially define, in some detail, the skills required to perform effectively the various labor relations functions in the agency. That is, with what degree of skill should the various levels of supervision and management in the organization be able to comprehend and apply the rights and responsibilities designated for management representatives under E.O. 11491, as amended. After defining required skills, the manager should inventory abilities possessed by present agency personnel as a guide to the magnitude of training needs.

2. Develop a program to meet the training needs. After agency training needs have been identified, alternative methods of meeting the needs should be considered. With each method, whether it be hiring skilled personnel, training current personnel through agency or outside means, redistributing current skilled employees, cost estimates should be developed so the agency's needs may be met efficiently and economically with due consideration to long, as well as short, range objectives.

These estimates should include all relevant costs. Agency administered training, for example, should include costs of development, facilities, instructors, and participants. The Civil Service Commission has developed a Training Cost Model which agencies may find useful in making

these estimates. The Commission also has developed a basic curriculum of labor relations courses designed to meet training needs most common to all agencies.

D. Objective: Develop a systematic approach for planning and negotiating agreements

Successful negotiation of agreements requires systematic planning and high level attention. Major areas of concern include, but are not limited to:

1. Select and train management's negotiating team.
2. Establish management's bargaining objectives and develop management proposals where appropriate. This must involve top and line management as well as total personnel management input.
3. Anticipate union proposals.
4. Attempt to merge management's objectives with anticipated union proposals for analysis.
5. Estimate impact of each proposal in terms of cost-benefit ratio, possible problems in administering it, compliance with Order, employee well-being and performance, management effectiveness and mission accomplishment.
6. Settle on bargaining strategies and priorities, involving both line and staff input.
7. Assign management's negotiating team with appropriate authority to bind management to the terms of a labor-management agreement.
8. When mutual agreement is not possible, determine management position and representation in third-party proceedings.
9. Summarize the key negotiation proceedings for use in administration of the agreement and for future negotiation planning.

E. Objective: Conduct an annual review and evaluation of the
Labor Relations Program

1. Report progress in meeting labor relations objectives.

A system for evaluating agency-wide progress should be established at the headquarters level. Each primary national subdivision, major bureau or command should be requested to submit an evaluation of its labor relations activities over the past year to agency headquarters. This report should cover progress made toward established program objectives and should highlight major problems which interfered with achieving those objectives. It should also discuss activities which were not included in the agency's statement of objectives and analyze the nature of such activities for possible consideration in future plans. Evaluators should be careful not to measure program effectiveness solely against achievement of planned objectives.

Events may have proved the objective unwise, untimely or unobtainable. An assessment should be made as to the appropriateness of the objectives and possible redirection. Finally, reports should discuss the extent to which actual expenditures exceeded or fell short of the budgeted expenditures for labor relations to assist management in subsequent planning and budgeting.

2. Evaluate agency labor relations training output. Labor relations training activity should be reviewed annually to evaluate its success in fulfilling the agency's skill needs. The review should focus,

if possible, on the degree of skills increase on the part of those involved in the labor relations function. The revision of training materials, the need for further training or retraining, and the efficiency of the training function should also be considered. These qualitative analyses should be in addition to any reporting of numbers of persons trained, hours of training conducted, and other quantitative output measurements.

3. Review agency-wide performance in its bilateral negotiation of labor agreements. Using the record of negotiation proceedings prepared at the conclusion of each collective bargaining agreement as outlined above, each agency should determine the extent of its overall success in achieving the objectives set for its negotiators. This process should attempt to highlight strategies which have proved to be particularly effective in reaching agreements consistent with management's intentions, and to identify workable tradeoffs. This process may also reveal areas in which management can take appropriate permissible unilateral steps to improve the conduct of its operations.

II. Organization Framework

A. Objective: Insure top management recognition of total personnel management with special emphasis on labor relations.
Insure adequate line and staff support of the program.

1. Organization of Personnel Management function. The management of human resources, whether represented by labor organizations or not,

requires the personnel management function (within which labor relations responsibilities are totally integrated) to have direct access to the head or principal deputy of an agency, activity or installation. Agency policy and program development should incorporate the total personnel management input in the formulative stages of that development.

2. Assign appropriate responsibility and authority for agency labor relations matters to line supervisors/managers.

Sound labor relations is a line management concern. Since the line supervisor/manager so deeply affects labor relations policy and in turn is so deeply affected by that policy and by the provisions of negotiated labor agreements, agency management should provide that sufficient and appropriate responsibilities and authority are delegated to the line supervisor/manager in order for him to direct the workforce within the terms of a negotiated agreement and represent higher level management in a labor relations capacity.

3. Assign appropriate responsibility and authority to the personnel staff for agency labor relations activities.

As with the duties and authorities of line supervisors and managers, the agency personnel staff at appropriate levels, requires responsibilities and decision-making authority, as delegated by the head of an agency, to be that agency's primary interface with labor organizations in all aspects of labor relations. It will normally serve management's best interests to delegate to this function the authority to represent the agency in dealing with unions, in third-party proceedings, and

in conjunction with line management, preparing and conducting negotiations with labor organizations and implementing and administering the resulting agreement.

4. Engage line management in pre-negotiation planning and in contract administration.

Line management participation is essential in effective labor relations. At the supervisory level, management has the benefit of frequent, direct contact with rank and file employees which can help identify employee needs and concerns and anticipate union demands. Line managers also can identify provisions that affect efficiency and effectiveness of their division's operations. They know best which provisions will place undesirable and/or unworkable limits on the authority needed to meet agency goals and missions.

5. Provide line management at all levels with labor relations staff support.

The line supervisor's/manager's need for authoritative technical and policy guidance on labor relations matters of agency-wide significance should be furnished by staff support aware of the supervisor's/manager's specific area of responsibility and able to interpret the agency's official position on a particular question of policy. Each agency's particular circumstance should dictate the appropriate pattern.

6. When appropriate, utilize external sources of labor relations skills for guidance and assistance.

Within government, the U. S. Civil Service Commission through its Office of Labor-Management Relations and its Regional Labor Relations Officers, furnishes day-to-day technical advice and guidance to agencies in all aspects of Federal labor relations. This includes coordination of inter-agency activities in all facets of labor relations. The Commission stands ready to assist agencies in labor relations training through its Labor Relations Training Center. Experts from other agencies can also be called on for assisting an agency's labor relations staff. Outside government, numerous private and academic institutions and experts can offer assistance in specialized areas; however, all agencies should insure that capabilities do not exist within government before turning to outside sources.